

R E P O R T

OF A

SPECIAL COMMITTEE

TO THE

COMMISSIONERS OF THE GIRARD ESTATE,

ON THE SUBJECT OF

OPENING THE GIRARD COLLEGE

FOR

ORPHANS.

PRINTED BY ORDER OF THE COMMISSIONERS.

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1847.

REPORT.

TO THE COMMISSIONERS OF THE GIRARD ESTATES:

THE Committee, to whom was referred the resolution of Councils of the 22^d of October, 1846, directing the Commissioners of the Girard Estates to enquire into, and report upon the means of opening the Girard College for Orphans, respectfully report that they entered promptly upon the duties assigned to them by the Board, and having discharged some preliminary duties which have already been reported on, they gave to the subject of organizing and conducting the College as a school their most careful attention, and offer the following as the conclusions at which they arrived.

In contemplating the organization of the Girard College, the first question that arises is, *by whom* shall that organization be made and carried into effect?—By the *City Councils* directly, or by a board of *Regents*?

In an institution for education it is particularly important that its organization should be as little as possible liable to sudden or frequent *change*. If the College is to be governed immediately and directly by Councils, it will of course be subject to all those causes

local, national, political, religious, commercial, or legal, which may at any time temporarily change the character of the City government. Any *permanent* change in the state of opinion in this city will of course ultimately, in its influence, reach the administration of the College. But the evil of having that administration directly under the care of Councils is, that the College would thereby be liable to disastrous and sudden changes from causes which do not affect permanently public opinion. The most careful and well matured plans might be deranged, and the work of half a century rendered nugatory by any of those thousand contingencies which may occur to occasion a temporary disturbance of the political equilibrium.

Another reason for not having the College governed by the Councils directly, may be found in the history of all public institutions, and the experience of mankind as expressed in the ordinary arrangements for their government. Any public institution, to be well managed, needs managers particularly and specifically entrusted with its interests. An interest or institution left to the care of officers chosen primarily for other purposes, almost necessarily is neglected or mismanaged. The members of the City Councils are chosen with a primary and leading regard to interests and duties which have no necessary connexion with, and do not necessarily imply any special qualification for the government of a literary institution. Their duties as municipal legislators are numerous and troublesome. The *additional* services that would be required in order to administer the affairs of the College, would probably keep some who are best qualified for the task from undertaking it, and where both classes of duties were assumed, would not unfrequently lead to the neglect of both.

At the same time, the Councils are not at liberty to forget that *they* are the Trustees of Mr. Girard, and that they are bound morally and legally to see his wishes carried into effect. They may commit to others the execution of their wishes and views in regard to this trust. *But the trust is in them. They, and they only are the TRUSTEES.* It may therefore be well worthy of consideration to inquire, whether they should not, before appointing

their agents, give some expression of opinion as to the manner in which the trust is to be managed. If for instance under the *Regency* appointed by Councils, the administration of the College should be such as not to meet their approbation, if at any time it should become extravagant and wasteful, or the funds diverted to purposes which the Councils regard as in violation of the wishes of the Testator, the Councils would undoubtedly make a change in its administration by electing a different class of men as Regents when vacancies should occur. The Councils are the responsible party, both before the legal tribunals and the bar of public opinion. While they can probably discharge their trust more satisfactorily through a regency, yet they, and not the regents are the principals in whatever is done. No delegation of duty to agents, can relieve the Councils from the responsibility of judging whether the will of Mr. Girard is properly executed. How shall the regents first appointed know what the wishes and views of the Councils are? Shall these views be expressed in the form of declaratory resolutions?—or shall the Councils make the preliminary arrangements and appointments preparatory to an incipient organization, on such a basis as would indicate practically their views, and then appoint a regency to carry out the views thus expressed? Shall the Councils open the College on such a basis as shall seem to them in conformity with the will of Mr. Girard, and then confide its government to a Board of Regents?—or shall a Board of Regents be appointed at once with powers to organize the College according to their own views, but subject to revision and correction subsequently by the Councils?

Supposing the question of a Regency to be settled, and assuming that Regents are to be appointed at some time, either before or after the preliminary organization, the question that next arises is in regard to the *number* of these Regents, and the time and manner of their appointment. A very small Board would find probably in the administration of such large and important interests more labours and duties imposed upon individual members than they would have time or a willingness to attend to. A large Board would on the contrary be unwieldy and inefficient. *Sixteen* it is

believed would be about a just medium. Of these, it is proposed that eight shall be appointed by the *Select*, and eight by the *Common* Council. To avoid the evils of sudden changes, it is proposed that after the original appointment, only one fourth of the number shall go out, and of course only one fourth be appointed, annually; that of those originally appointed, four shall be appointed for one year, four for two years, four for three years, and four for four years; that all subsequent appointments shall be for four years, unless to fill vacancies for an unexpired term; and that consequently, after the first year, each Council will appoint annually two Regents in the place of two whose term of office has expired.

Whatever steps may be taken in regard to a Regency, one thing is certain. The Councils must determine *when* the College shall be opened, and on what scale. The building Committee report that by the first of October of this year, the buildings will be in a state of readiness for the reception of orphans. Have the Councils the means, unappropriated, sufficient to open a school at that time?—if so, how large a one? These are questions which the Councils must answer, and which they only can answer. Yet these questions cannot be satisfactorily answered, without having first formed some distinct idea of a plan of organization. Without such a plan, as the basis of what is to be done, no proper estimate can be formed of the expense of its execution. With a view to such an estimate, and consequently to an intelligent answer to the question, whether the Councils will be in a condition to open the College by the first of October, some consideration has been given to the provisions of Mr. Girard respecting the organization of the College, and to those features in its plan of organization, which result necessarily from these provisions.

That provision of the will, which more than all others, probably, affects the organization of the College, is the one *limiting the age of admission*. The orphans are to be admitted only between the ages of six and ten. Consequently there cannot be a *College*, in the ordinary, popular sense of that term, for several years after the first set of orphans shall have been received. There can be no need of *Professors* of Natural Philosophy, Chemistry, Mathematics, Belles Lettres, and the various other branches of Science and

Literature, until such time as pupils admitted between the ages of six and ten (and ignorant beyond the general run of boys of the same age) can be so far advanced in their studies as to be able to attend profitably to the higher branches which have been named, and which go to make up our idea of a *College with Professorships*. For the same reason, there can be no need at the present time, and for some years to come, of expensive and scientific *apparatus*. All these things will be needed *ultimately*, and will no doubt be furnished on a liberal scale. But what these poor, ignorant children will want immediately, and for some time to come, will be not Professors, and Cabinets, and Scientific Lectures, and experiments, but primary teachers, nurses, slates, pencils, table-cards, and spelling books. Before they study French and Spanish, and Latin and Greek, and Calculus and Chemistry, they must be washed and combed, and taught their letters and their multiplication table.

The will of Mr. Girard not only prescribes that the orphans on their admission shall be between the ages of six and ten, but it directs them to be put to business according to their talents and proficiency, somewhere between fourteen and eighteen, unless previously removed for bad conduct. The extreme limits of the course contemplated, embrace therefore a period of twelve years. This may be conveniently divided into three portions of four years each. The studies from six to ten will from the necessity of the case be such as belong to a Primary School of the most elementary character. From ten to fourteen the studies will consist of the common English branches, with some attention to foreign languages. From fourteen to eighteen they will correspond to those of an ordinary College course. The Institution therefore, when fully developed, will naturally be divided into a Primary, an Intermediate, and a Collegiate Department. Some who enter in the Primary Department will never be advanced to the intermediate School, in consequence of vicious habits or helpless dulness. Still fewer will be found worthy to be kept to the full age of eighteen. Consequently, the number of pupils in the Primary Department will always be greater than that in the Secondary, and that in the Secondary greater than that in the College proper. It is of course impossible to say what these proportions will be. All that can be

done now is to make some conjectural estimate, for the purpose of illustration.

Out of 300 who might at any time belong to the Institution, after its plan has been fully developed, the relative number in the several departments might not improbably be as follows :

Primary,	-	-	-	-	125
Secondary,	-	-	-	-	100
College,	-	-	-	-	75
					<hr/>
					300

Some gradation and subordination of this sort is a necessary consequence of the provisions of the will just named. They must be assumed as a starting point in any preliminary measures towards the organization of the College.

Another point equally fixed and elementary, is that the organization of the Primary Department must *precede* that of the Secondary in respect to *time*, and both of these must precede that of the College proper. For the first year at least there cannot be any thing more than a Primary School. The most proficient of those first admitted will gradually form the nucleus of a Secondary School, and the most proficient and promising of these, again, will form in time the nucleus of the College proper. The average age of those first admitted may be assumed as about eight, or perhaps between seven and eight. Many of them will be unable to read, some of them not even be able to count. They will be, from the very necessity of their condition, much behind ordinary children of the same age.

Another point equally clear, is that there should be from the outset a **PRESIDING OFFICER** capable of moulding intelligently these crude materials, and bringing them finally into shape and symmetry. He should be one of a practical turn of mind, and yet capable of entertaining liberal and general views, skilful in the adaptation of means to an end, and able in some measure to comprehend in his plans the end from the beginning. As in the erection of the material edifice, the skill and talent of the architect were never more needed than in laying the plan and constructing the foundations, so in the intellectual edifice which is to occupy the material one, no

higher order of talent can be required for presiding over the Institution when it is in full operation, than will be needed for planning and directing the preliminary organization.

There is one important qualification for the Presidency of the Girard College besides those required in the President of any ordinary College. The President of the Girard College must not only be able to direct the studies of an ordinary College course, must not only be a man of learning and of general administrative talent, but he must also be familiarly acquainted with the principles and practice of *primary instruction*. He must be at once a Professor and a primary teacher, a President and a schoolmaster. Nor should he be one who has his business yet to learn, but one who has gone through these various stages, and who, by his own experience, is practically familiar with the details of instruction and government from infancy to manhood, and from the Primer to the Principia.

After the office of President, the one next in importance, especially in the earlier stages of the Institution, would be that of the **MATRON**. The matron should be in manners and by education, a *Lady*—one who might be to the orphans, not only during their boyhood, but in the more advanced stages of their course, an object of affection and respect, a model and standard of female character and manners.

Another consequence that seems to flow necessarily from the provisions of the will respecting the age of admission, is that a considerable number of the Teachers should be *females*. While the Primary Department will need at its head a Master, who should be a *man*, his assistants should be *women*. Any other arrangement would be not only unnecessarily expensive, but cruel. It would be frightful to contemplate these orphan boys remaining twelve years (from six to eighteen) secluded entirely and absolutely from all the genial and softening influence of the female sex, and of the educated and refined of that sex.

Assuming these various points as data, some estimate may be formed as to the probable expense of organizing the College and conducting it through its first quarter. In making the estimate, it will be supposed, first, that only fifty boys are admitted to begin with.

The President and Matron will be needed at least three months before the school opens, to suggest the kind, quality and quantity of furniture and fixtures of various sorts that will be needed, to superintend the same, and generally, to prepare for the opening of the Institution. The other appointments would not be needed until the time when it is proposed to open the school. These are as follows: First there should be a head teacher or Master of the Primary School under the President. This head Teacher should be a *man*, and one of education and experience in teaching, and capable of governing the Primary School when it shall have increased to its full size. Secondly, there should be a number of female assistants. With only fifty pupils, two assistant female Teachers would be sufficient. One female, perhaps two, would be needed as Governesses to superintend and govern the boys during their hours of sleep and recreation.

The other assistance of various kind that would be wanted for an organization, contemplating fifty pupils, would be as follows: One man would be needed constantly at the general gateway of the premises, as a *Janitor*, to carry into effect any regulations which might be made respecting the admission of visitors. Another man would be wanted as a *Conductor*, to accompany visitors through the various buildings and see that no injury was done. One man also would be wanted as a *Gardener*, or out-door labourer, to keep the grounds in order. One man also as a *house-servant*, to make the fires, and do other in-door work. One woman as cook, one as laundress, one as sempstress, one as dining-room servant, one as chamber-maid, and one as a house-cleaner for the main-building. One man would be needed also as *Steward*.

Until the College is under way, and the plan of the several schools pretty well developed, the furniture of the *school* rooms, *clothes* room, *shoe* room and *wash* room, should be of a *temporary* character, fixtures not very expensive, and readily capable of modification and change. Furniture for the kitchen and dining-room might be more definite and complete, so far as it is required.

Only a moderate quantity of *books* and *stationery* would be needed.

Every boy would need begin with three entire suits of clothes, two common and one rather better. Every boy would need also a bedstead, mattress, bed-clothes, &c. Beds and bedding would be needed for twelve or fifteen of the grown persons employed by the College and living at it. These same persons also would board at the expense of the College.

In the estimate for *board*, nothing is counted but the cost of provisions, as servants, fuel, &c., are included in separate items.

The President and Master would occupy parts of the College buildings and maintain their own tables. The Steward would maintain his own table and lodgings. The Matron, the Female Teachers, and the Governesses would lodge and board at the expense of the College, and have a table set specially for them by the Steward. Also, the janitor, conductor, gardener, house-servant, cook, laundress, sempstress, dining-room servant, chambermaid, and house-cleaner.

No very near estimate can be made as to *fuel*. But \$250 would certainly more than cover the first quarter.

Taking these data, the following estimates may be considered as at least approximations to the probable expense of opening the College with fifty pupils, and maintaining it on that footing for one quarter. Most of the estimates are made from comparison of actual expenses in a large boarding school.

Fuel,	\$250
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Board—(provisions merely)—

For 50 boys at commons, 13 weeks, and at	
\$1 per week,	\$650
For 10 grown persons (labourers) at \$1 50,	195
For 5 do (teachers, &c.) at \$2 00,	130
	<hr/> 975

Beds and Bedding—(complete)—

50 at \$15,	\$750
10 at 20,	200
5 at 25,	125
	<hr/> 1,075

Amount carried forward, \$2,300

Amount brought forward, \$ 2,300

Clothing—

3 suits for 50 boys at \$15 each, - 750

Books and Stationery,

500

Furniture—

For kitchen, dining-room and wash-rooms, - \$1,000

For school, clothes and shoe-rooms, (*temporary*) 500

1,500*Salaries—*

Matron, - - - - \$ 750

Steward, - - - - 750

Conductor, - - - - 400

Janitor, - - - - 300

Gardener, - - - - 150

House-servant, - - - - 150

House-cleaner, - - - - 100

Cook, - - - - 100

Dining room, - - - - 100

Washwoman, - - - - 100

Chambermaid, - - - - 100

Sempstress, - - - - 100 per annum.

\$3,100

Master of Primary School, - - \$1,500

Two female Assistants, - - - 500

Two Governesses for sleeping and play-

hours, - - - - 400

2,400

4)5,500

per quarter 1,375

President, \$4,000—six months, 2,000

\$8,425

These estimates refer merely to the opening of the College. They are based on the supposition that the buildings will be in readiness for that purpose by the first of October next, and they show in the opinion of your Committee that there will be, at that time, means enough remaining from the unexpended appropriations for the year 1847, to receive at least *fifty* orphans, and maintain the same during three months.

After the expiration of these three months, it is presumed, the income of the estate will enable the Councils to admit an additional number of applicants, perhaps fifty more at the end of every quarter, until the organization of the College shall be complete. This suggests the question, when will the organization be complete, or what natural and necessary limit is there to the number of pupils to be at any one time in the institution?—The only limit to the institution in this respect, is that fixed by the amount of annual revenue from the estate appropriated to this purpose. It is impossible now to know accurately the amount of this annual income that will be disposable for the purposes of the College. As, however, the heavy expenditures for building and furniture will soon cease, and the investments of various kinds are gradually acquiring a fixed and determinate value, the time must soon come, when the annual income of the College will be well ascertained. It would seem to be important therefore, in anticipation of this result, and as one of the elements in determining the question on what scale the College shall be opened at first, and how rapidly it shall be filled up, to make some inquiry into the ultimate expense of board, tutelage and clothing, after all the preliminary expenses of furniture and organization shall be complete.

The Committee are aware that in making such an estimate, they are liable to serious mistakes. Yet *some* estimate of the kind is necessary, unless Councils are to proceed in this important matter entering at random. In such a case, even the roughest and most imperfect approximation to the truth, is better than no estimate at all. Under these circumstances, an attempt has been made to arrive at some conclusion as to the rate of expense for a pupil in the Girard College, after the organization shall be complete.

The orphans in the Girard College, when its scheme shall have been fully developed, will be of various ages, from six to eighteen, and in various stages of progress, from the very elements of knowledge to the higher branches of a Collegiate course. It follows that the *rate* of expense for instruction and government, must be *large*. If there were three hundred pupils, and all in about the same stage of progress, whether that was advanced or elementary, the rate might be very much reduced. But by the terms of Mr. Girard's Will, the studies will eventually embrace a course of twelve years. Hence there must be a very large number of *classes* in proportion to the number of students contemplated.

The number of classes will be determined not by the number of students, but by the terms of the Will. The number of classes will be without material variations, (after the course shall be developed) whether the number of students shall be 200 or 300 or 500. *Almost* as many Professors and Teachers will be required for 200 as for 500. If twenty instructors could teach, adequately, 500, not much fewer instructors would be needed for 200. Hence a moderate rate of expense for tuition is hardly attainable without the admission of a larger number of pupils than the estate will permit, at least for many years to come. The tuition and government of 200 (scattered through all the various stages, from children studying the a-b-c, upwards) could not cost much less than \$20,000, while the instruction of 500 need not cost much more. The rate, therefore, must diminish very rapidly with the increase of numbers. If by the terms of the will, the pupils could have continued only from six to ten, or from ten to fourteen, or from fourteen to eighteen, the tuition of 300 could have been conducted at the lowest rate. But 300 is too small a number for so long a course. Hence the cost of tuition must be comparatively high.

Another cause which will always operate to swell the expenses for instruction and government, is that the boys are not, as pupils of common schools, under the care of teachers for merely six hours. On the contrary, the Girard orphans are to be cared for through the whole twenty-four hours, by night as well as by day, at play as well as at recitation, while preparing lessons as well as while

reciting them, in sleeping as well as waking hours, Saturdays and Sundays as well as other days, holidays and vacations, as well as term time. The Trustees of Mr. Girard must supply, in other words, for their wards, the care of the *parent* as well as that of the *teacher*; they must provide for the orphan a *home* as well as a *school*.

Those countless indispensable offices which the parent, no matter how humble, performs from instinct and affection, and no one takes any note of them, must here be secured by *money*. Hence, with the strictest economy, the instruction and government of the beneficiaries of Mr. Girard, must always be comparatively expensive.

Should the means at the disposal of the Councils ever be such as to admit 500 or 600, the rate of expense may be very much diminished, and the efficiency of the instruction increased in almost the same ratio.

Thus far the discouraging aspect of the case has been presented.

There is on the other hand one mode of reducing the expense of instruction, worthy of mature deliberation. This also results from the age of admission. As a necessary consequence of that provision, more than one half, possibly two-thirds, of the instruction to be given in the Girard College, may be given by *females*. For each department of instruction, there should be one head, who should be a *man*, with the title perhaps of *Professor*, who should teach the higher branches in his department, but have according to circumstances, one or two or three female assistants to teach the elementary branches under his direction and guidance. Such a plan, however, becomes very complicated in its character, and needs for its practical application no little skill and experience in making such arrangements. Without this, there would be collision and confusion. With it there may be harmony, efficiency, and a material reduction of expense. The multiplication of classes by the time the plan of the College shall have been fully developed, will be such as to make it necessary to have not less than twenty instructors, including the President and those who are to have charge of the orphans out of school hours. These might be distributed, perhaps, under the following heads and at the following rates :—

1. TUTELAGE.

Under this item is included not only the instruction in school, but care and government out of school hours. The number of persons supposed to be necessary for this purpose, is twenty. Not less than twenty probably could teach and take care of all the classes that would be necessary in a school whose course of instruction runs through twelve years. Whether the number of pupils should be 300, 400, or 500, the expense for tutelage would not be materially increased or diminished. Twenty persons would be needed on the one hand for the 300, and twenty would be sufficient on the other for the 500. These twenty persons, it is estimated, might cost as follows:—

1 President	- - - - -	\$ 4,000
* 6 Professors (averaging \$2,000)	- - - - -	12,000
13 Female Assistants (averaging about \$ 300)	- - - - -	4,000
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20		\$ 20,000

2. BOARD, CLOTHING, &c.

The *Board* (*merely the expense of the table*) is estimated at \$ 50 per annum. The *clothes* of the pupils (clad as they probably will be in the Girard College) may be estimated for the boys at six, at \$18, for those at eighteen, at \$50, or an average of \$34 per annum. *Other expenses*—cooking, mending, washing, books, fuel, &c., may be estimated at \$16 per annum. This makes an average annual expense for board, clothing, &c., of \$ 100 per pupil. This rate of expense does not vary with the numbers in the institution. It is to some extent the same per capita, whether the number of pupils is large or small. According to this the board, clothing, &c., of 300 students will be \$30,000; of 400 students, \$40,000; and of 500 students, \$50,000.

* The Professors need not be all paid alike, nor need they all live at the College. There should be one in each of the four lateral buildings. Beyond that, it becomes a question of expediency, to be decided separately in each particular case.

GENERAL RESULT.

If the foregoing estimates present any approximation to the truth, the following results may be regarded as indicated :—

Annual Expense for 300 pupils—

Tutelage, . . .	-	\$20,000	
Board, clothing, &c.,	-	30,000	
		<hr/>	\$50,000

Annual Expense for 400 pupils—

Tutelage, . . .	-	\$20,000	
Board, clothing, &c.,	-	40,000	
		<hr/>	\$60,000

Annual Expense for 500 pupils—

Tutelage, . . .	-	\$20,000	
Board, clothing, &c.,	-	50,000	
		<hr/>	\$70,000

With this view of the duties of Councils, and the means of the City to discharge the solemn Trust devolved upon it by the Will of Stephen Girard, the Committee, sharing in the anxiety of the Commission to commence the useful work of a College, in a way which shall lead to a fulfilment of the views of the Testator, and the expectation of the public, respectfully suggest that a bill be reported to Councils, founded on the Report here presented.

All of which is respectfully submitted,

JOS. R. CHANDLER,
GEO. CAMPBELL,
CHARLES GILPIN.

April 15th, 1847.

